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United Nations Economic Commission for Africa

Public Administration, Human Resources
and Social Development Division

REPORT TO THE CONFERENCE OF MINISTERS RESPONSIBLE FOR HUMAN RESOURCES PLANNING, DEVELOPMENT AND UTILIZATION ON THE PRIVATE SECTOR AND NON-GOVERNMENTAL ORGANIZATIONS IN THE FINANCING AND IMPLEMENTATION OF TRAINING PROGRAMMES

November 1990

I. Introduction

Today, few people would argue that any analysis of the dynamics and forces of change in Africa must come to terms with the role and involvement of the private as well as the informal sectors and the non-governmental organizations (NGOs), both indigenous and foreign, in the social, economic, educational and political development of the continent. Although a lot has been written about the role of the private sector and NGOs in the economic development of Third World countries, the subject of financing and implementation of training programmes by both the private sector and NGOs appears to have not been given the analytical rigour and documentation it deserves, considering the importance attached to skills development for national development.

More important is the fact that the role of NGOs has come to the fore in view of the failure by African states to pull the continent out of its present deep crisis. Indeed, the loss of Africa's economic sovereignty, the marginalization of the people in the development process, and the attention of the basic rights, individual freedoms and democratic participation of the majority of the population in the process of their governance may be due to lack of managerial, technical and technological skills needed for national development. 1/

The failure of African states to provide instruments for the delivery of goods and services to the people, particularly those in rural areas, has led to frantic search for instruments for delivery of goods and services from agencies, organizations and institutions other than those directly under the government's and parastatals. More important is that this search is being conducted within the context of emergency situation in which many African countries find themselves dealing with natural disasters - drought, famine, earthquakes, environmental deterioration; compounded by man-made disasters (i.e. misguided economic policies and political instabilities, refugees, civil wars and insurrection etc). All these have contributed to the current crisis in Africa - a crisis which goes beyond the economics and politics of the region and thus shaking the very foundations of the African cultural values, attitudes and psychological disposition of the people. The significant result has been the heavy involvement of NGOs in relief and charity work either directly or as intermediaries delivering "hot money" and goods from the North to those affected

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1/ This was ably put by Prof. Adebayo Adedeji, ECA Executive Secretary and UN Under-Secretary-General in an address to the International Conference on Popular Participation in the Recovery and Development Process in Africa, held in Arusha, Tanzania, in February 1990.

by the disasters. NGOs have therefore, become a very important and permanent feature of national development and landscape, influencing, shaping, disfiguring or desrupting the cultural, social, educational, economic and political development of this continent.

In reference to NGOs therefore this paper addresses itself to a few critical questions: those related to the place of NGOs in national development; those dealing with the workings and characteristics of NGOs including sources of funds and those concerned with the relationships of NGOs and other bodies, agencies, institutions as well as their home governments.

As regards training, African countries define training as formal courses and to a lesser degree, as on the-job-training with emphasis on teaching rather than on learning packaged modules. This may be due to the fact that training is too often dominated by imported curricula utilizing foreign material resources and finance as well as using foreign institutions for advanced training. This tends to affect very seriously the financing of training and the implementation of programmes. At the same time whereas training in government and related institutions may not be tied directly to the acquisition of requisite skills for effective public management in the development context, in the private sector it does not build on indigenous management knowledge; nor does it focus adequately on actual organizational performance or on individual development.

In reference to the private sector, this paper therefore examines the financing of training as regards management development i.e. managerial training and managerial improvement: management education i.e. overseas training, university courses/degrees, and programmes; and management training i.e. managerial improvement and development: formal and on the-job-training, and skills development at all levels. In most of these cases, emphasis will be placed on financing education in those areas which are highly professionalized such as banking, accountancy, engineering, law, computer technology and technical fields.

II. Funding Training in the Private Sector

Whereas in most countries, the private sector plans for training of its staff in the field of operational activities, training is not cheap not is it easy to undertake. it is expensive to start with, and calls for a lot of effort, time and money to plan and implement. At the same time, it is a long process which takes years for one to be properly trained. In spite of this many countries devote their time and money to training as there is no short cut to efficiency without proper training.

(a) Management Development in the Private Sector

This may be defined as an organizational function which is an interrelated set of organizational activities such as training, career

planning, performance appraisal and coaching of staff which occurs along the organization's specific channels. It may also be defined as the long-term process of growth and development for a manager throughout all of his/her career development - engaging in a variety of learning or training activities not within some specific organizational context. In this regard, management development is long-term, rather desjointed learning process resulting from a series of participation and involvement in management education and training activities throughout one's work life or one's career.

For the private sector, financing of training at this level, is not a major problem because the management tends to make provision for their own training and they make sure that such training is undertaken outside the country, and if it is within the country, it is often away from the immediate locality of their establishment.

(b) Management Education

Management education activities are usually broad in nature focusing on classroom-oriented instruction and emphasizing on cognitive learning and knowledge acquisition which is not immediately applicable or directly linked to one's specific organizational context. it informs the mind rather than teach action skills, although it generally broadens a person's vision through knowledge acquisition.

Most African countries do not have funds for management education. They have to rely very seriously on outside assistance through grants or fellowships. The private sector even where it has its own money to send people for further external training is often constrained by lack of foreign exchange. In the final analysis, much of the training undertaken is financed externally.

(c) Management Training in the Private Sector

This is more job- or task-specific and organizationally related learning activities aimed at increasing the knowledge and skills of an individual for effective performance. With rapid changes in knowledge, science and technology, it is important for an organization to train and continue to retrain its staff to keep up with the changing production methods and practices, as well as developmental and social changes. For an organization to keep up with the dynamics of change, it must constantly allocate funds for training and research, otherwise it would soon find out that its production methods are out of touch with reality and may turn to be more expensive.

(d) Nature of Training Policies in the Private Sector

Just as in the public sector, training policies in the private sector are not laws but guides for administrative decisions while at the same time indicating direction for undertaking action in respect of training and the utilization of human resources in the organization concerned.

Besides establishing a way of directing action, training policies set parameters of responsibilities for staff development and utilization and responsibilities and accountability for human resources development and utilization. In essence,they are a vital internal "laws" governing and indicating executive action in respect of training, staff development and utilization.

In the private sector, policies also indicate departmental responsibilities and the extent to which knowledge, skills and attitudes may be enhanced or upgraded. Depending on the size of the organization, private sector policy on training is often at the general level of the organization, what may termed the macro-level of the organization. This usually gives the general overall training policy and how the organization is training staff; organizes training, selects trainees; methods of funding training, whether it is internal or external and in-service or on-the-job training. Policies also spell out what action is to be taken at the department or divisional level.

Again, depending on the nature of business, policies in the private sector do stipulate the level and type of training required by staff if they are to make a career out of what they are doing. Hence, law and insurance firms; banking and financial institutions and engineering organizations require certain accreditations for staff which may be acquired while they are working.

Evidence tends to show that the objectives of training policies in the private sector are:

- to provide in general a framework for policy harmonization and co-ordination in human resources planning, development and utilization; and in particular for staff development and career enhancement;

- to ensure complementarity between and coherence in the various divisions, departments or sections of the organization, company, corporation or establishment to ensure and maintain the quality and marketability of product and services offered by the organization or establishment; and

- to provide a framework for a planned development and productive utilization of staff in the organization or establishment thereby ensuring the clear path for career development and professional growth in the organization's field of operation.

Thus within these policy objectives, most organizations in the private sector emphasize two major policy elements relative to human resources development and staff development in general. The first of these elements relates to education i.e. knowledge, skills and attitudes, of which most organization acknowledge and regard as major input into/and output of work sound knowledge, skills and attitudes are a major basis for

inventiveness, technological know-how and efficiency in the production of goods and services; increased productivity, quality of products, services and general commitment to work and organization. Consequently, quality education (i.e. knowledge, skills and attitudes) tends to ensure and maintain high standards in an organization; the updating of obselete knowledge; keeping up with technological changes; and ensuring the growth of technocrats and professionals.

The second major policy element, relates to training development i.e. performance skills, technical and technological application. In the private sector, training development is acknowledged as a major determinant of the rate of skill acquisition, technological transfer and application, and technical performance; skills acquisition and up-grading through formalized training or on-the-job training. Besides, training development ensures that dead wood; decay, and obsolence do not set in the work force, staff and the organization as to retard career enhancement and the development of the organization. Consequently, the need in the private sector is for the adoption of a comprehensive training policy guidance for a planned development of staff and organization and to have that training policy executed as a vital component in programming the activities of a given organization, company or establishment.

Apart from training, the private sector spends a good measure of its resources on general education of staff related to social welfare, health, and above all on industrial regulations, safety rules and regulations, accidents etc. A third major policy element is management training, co-ordination and organization of activities. Management provides a logical framework for co-ordination and harmonization of action, effort and collaboration between the various sections, divisions and departments of the organization or establishment. It is to be emphasized that most organizations are committed to management training so that those who are put in positions of responsibility or in supervisory positions acquire management and supervisory skills as well as decision-making skills for the efficient running of the organization.

In practice, the organizational or structural framework of many private organizations tends to:

- integrate the manpower planning aspects of their organizations with the overall planning of the organization as well as complementing the human resources planning, development and utilization functions;

- integrate the organization's manpower planning with the training and utilization functions to ensure the effective utilization of human resources and harmonization of the demand and supply manpower requirements; and

- integrate human resources development with career planning and development.

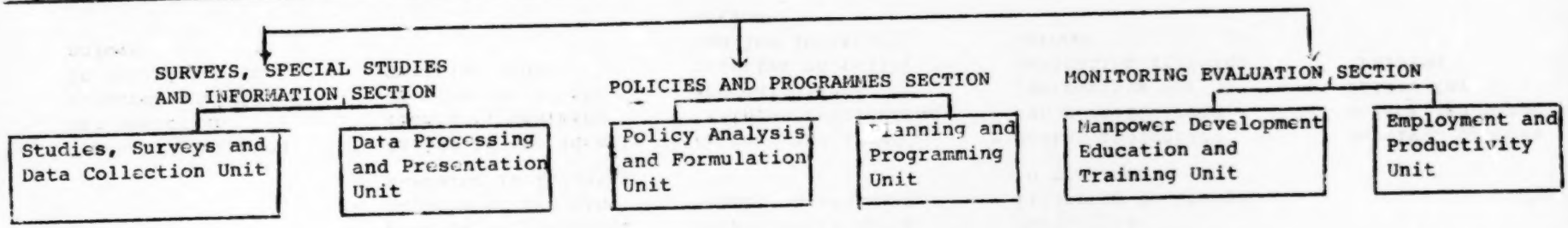
Thus there is evidence of overtly or clearly defind existence of a human resources management system comprising of three sub-systems - the manpower planning sub-system; the training subsystem; and the manpower allocation and utilization sub-system. In practice, these are not isolated sub-systems, but are integrated within the overall organizational set up and management of a given establishment particularly well established firms and by big business organizations.

Within the giant or big business or organization, it is possible to represent these three sub-systems in graphic form. It must however be pointed out that this graphic representation applies to both the private and public sectors. In effect, this graphic representation is more applicable to the public sector where the subsystems fall squarely into place, rather than the less developed and small private industrial sector. The graphic representation is shown in organizations I to III.

In relation to government ministries, parastatals, non-governmental organizations and multinationals, etc. the organizational structure for a human resources management system at national or country level, may be demonstrated in graphic form as in organigram IV. This shows the responsibilities at the various national levels i.e. at the policy, execution and operational levels, and the kind of collaboration which may be expected at the national level.

MANPOWER PLANNING

Organigram I for the Manpower Planning Sub-System


SURVEYS, SPECIAL STUDIES AND INFORMATION SECTION
Studies, Surveys and Data Collection Unit
Data Processing and Presentation Unit
POLICIES AND PROGRAMMES SECTION
Policy Analysis and Formulation Unit
Planning and Programming Unit
MONITORING EVALUATION SECTION
Manpower Development Education and Training Unit
Employment and Productivity Unit

Input Activities

- Conduct related research studies and make appropriate forcasts of manpower requirements and the related
- Design, develop and administer manpower surveys
- Programme, schedule and co-ordinate manpower surveys and related studies
- Process and store for retrieval of manpower data and information
- Establish and operate a viable data collection and reporting system and linkages with other sectoral data collection units

- Analyse data, determine policy implications and formulate appropriate manpower
- Develop and formulate appropriate manpower plans and strategies
- Formulate appropriate employment strategies, programmes and plans

- Monitor the implementation of education, training and employment policies, the related trends and constraints
- Monitor socio-economic trends in relation to manpower development, utilization and productivity
- Determine constraints and gaps in the development and utilization of human resources machinery
- Make relevant anticipations of operational, formation, and employment opportunities for
- Sample education and training outlooks occupational outlook and other information on expected demand conditions for (i) education and training and opportunities for (iii) employment

Outputs

- Manpower and Labour Statistics

Manpower policies and plans

- Formulation and Implementation of Programmes
- Loopholes and constraints identification for policy formulation
- Performance standards, indicators; and targets

Organigram II for the Training and Career Development Sub-System

Functional/Organizational Aspects

Major Functions:

TRAINING AND CAREER DEVELOPMENT

TRAINING NEEDS ANALYSIS AND RESEARCH	PROGRAMMES DESIGN AND OPERATIONS	POLICY AND PROGRAMMES ADMINISTRATION	EVALUATION AND WORKFORCE EFFECTIVENESS MONITORING	PLACEMENT GUIDANCE FELLOWSHIPS ADMINISTRATION
- Design Instruments for training need analysis	- Initiate and assist in ministerial/agency training programme development	- Review and formulate training policies	- Set standards for institutional accreditation	- Establish operate & Career Guidance Service
- Initiate schedules, co-ordinate and assist in need analysis	- Develop training plan and asist, promote and co-ordinate training activities	- Budget and control disbursement of finance	- Inspect training facilities and certify for licensing to engage in training	- Develop and use Occupational Test Instrument
- Identify areas in which training is required	- Prepare and disseminate guidelines and manuals on technical aspects of training teaching in industry	- Receive and analyse report and prepare a consolidated annual report on training	- Inspect training facilities and certify for licensing to engage in training	- Develop trainee selection criteria
- Conduct/Commission and assist in research activities in training technology	- Assist in the identification, training development of the Training Cadre	- Prepare and issue training regulations and guidelines relative to policy and law interpretation	- Design evaluation and certification instruments for evaluating training outcome	- Receive, process select and place follow for training
- Disseminate results of research and training need		- Establish and maintain effective data base and information system	- Follow-up trained employees and determine workforce effectiveness	- Liaise with and develop and directory of training facilities

TRAINING AND CAREER DEVELOPMENT (Cont'd)

TRAINING NEEDS ANALYSIS AND RESEARCH	PROGRAMMES DESIGN AND OPERATIONS	POLICY AND PROGRAMMES ADMINISTRATION	EVALUATION AND WORKFORCE EFFECTIVENESS MONITORING	PLACEMENT GUIDANCE AND FELLOWSHIPS ADMINISTRATION
		- Co-ordinate/regulate the establishment of training facilities		- Assist in developing and accomplishing employee career/ promotion plans - Identify and assist in the training and deployment of career guidance personnel
Outputs				
- Training needs systematically and regularly identified	- Training plans and programmes set	- Training policies laws, regulations formulated	- Training Performance criteria set	- Training Selection criteria established
- Training objectives and priorities set	- Training activities set and operate in Ministries	- Training budgets established	- Workforce effectiveness established	- Students identified and placed as appropriate
- Rational for systematic/relevance in training established etc.	- Training officers cadre identified and trained	- Training reports received and consolidated into annual training report	- Training activities, programmes and etc.	- Career guidance service information instruments established and used widely
	- Training manuals on technical aspects published etc.	- Data and Information systems established their development co-ordinated and regulated etc.		- Career Guidance personnel identified and trained etc.

Source: ECA paper presented to the Fifth Biennial Conference on Training Development held in Addis Ababa in November 1984.

Organigram III for the Employment and Production Planning Sub-System

Functional/Organizational Aspects

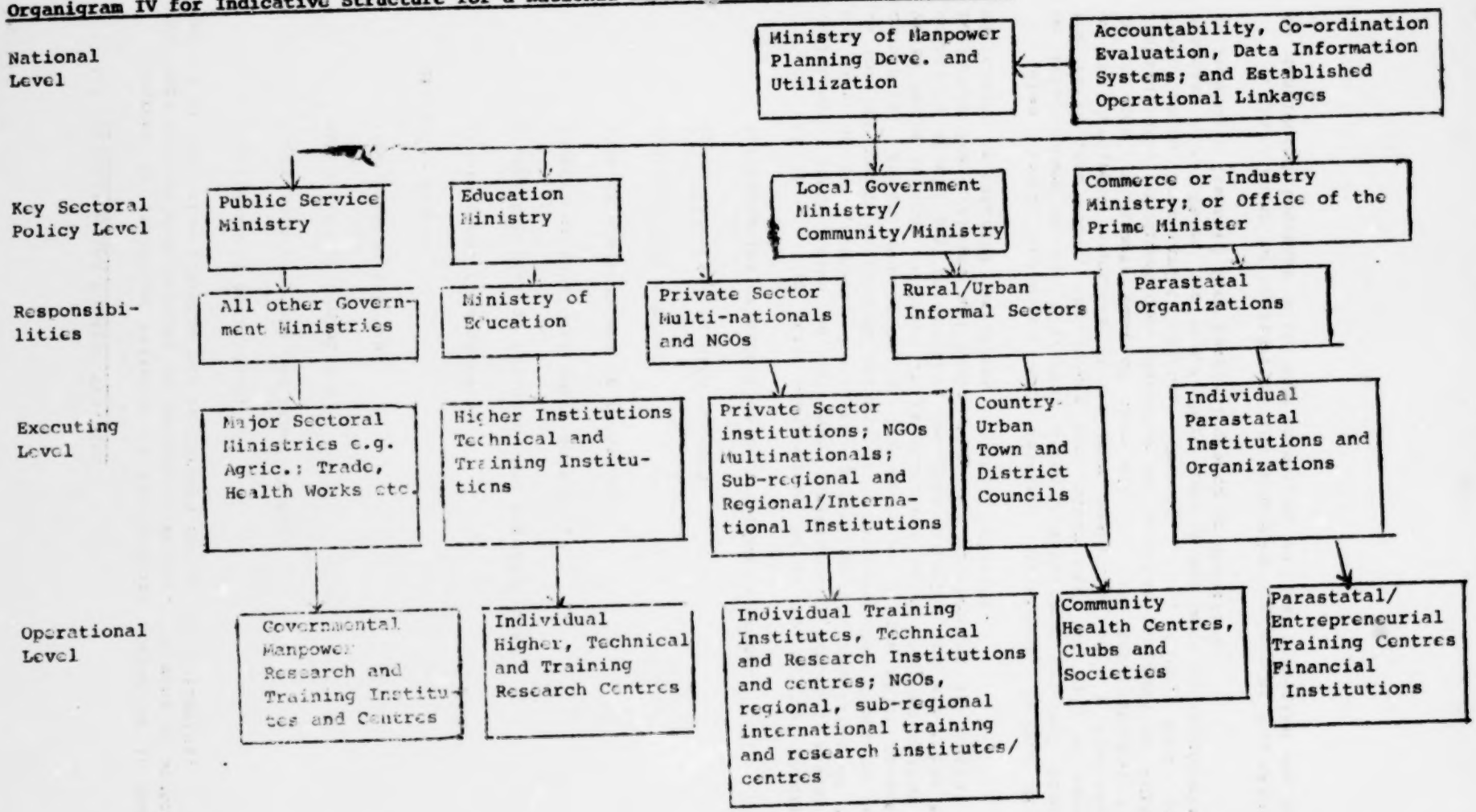
PLANNING, PROGRAMMING AND POLICY SECTION		EMPLOYMENT AND PRODUCTIVITY PLANNING LABOUR STATISTICS AND INFORMATION SECTION		LABOUR ALLOCATION AND UTILIZATION SECTION		
Planning and Programming Unit	Research and Studies Unit	Policy Analysis and Formulation Unit	Surveys and Data Collection Unit	Data Processing and Information Unit	Labour Allocation	Labour Productivity and Evaluation Un.

Functions:

(a)	(b)	(c)
Initiate, develop, conduct and analyse labour market studies	- Assemble, analyse and public Labour force and Labour market statistics and information	- Monitor, evaluate and report, findings on employment and labour productivity strategies, policies, programmes and measures
- Study, analyse, standardize and adopt various labour force concepts relative to national	- Design and conduct periodic income, establishment and labour force surveys and special studies	- Develop and coordinate the operation of manpower allocation scheme
- Develop and maintain a system of jobs and skills classification	- Develop and maintain a national and non-national skill inventory	- Liaise with other institutions responsible for apprenticeship and on-the-job training, improving the physical and mental health of the labour force, instituting labour standards, and regulations
Liaise with other institutions responsible for manpower planning, economic planning, education planning and investment planning.		

(a)	(b)	(c)
Output Employment and Labour Productivity Plans, Strategies and Policies	Reliable and up-to-date periodic manpower, Labour force and Labour market statistics and information	Formulation and Implementation of employment and Labour Productivity Programmes

Organigram IV for Indicative Structure for a National Human Resources Management System


National Level
Ministry of Manpower Planning Deve. and Utilization
Accountability, Co-ordination Evaluation, Data Information Systems; and Established Operational Linkages
Key Sectoral Policy Level
Public Service Ministry
Education Ministry
Local Government Ministry/ Community/Ministry
Commerce or Industry Ministry; or Office of the Prime Minister
Responsibilities
All other Government Ministries
Ministry of Education
Private Sector Multi-nationals and NGOs
Rural/Urban Informal Sectors
Parastatal Organizations
Executing Level
Major Sectoral Ministries e.g. Agric.; Trade, Health Works etc.
Higher Institutions Technical and Training Institutions
Private Sector institutions; NGOs Multinationals; Sub-regional and Regional/International Institutions
Country-Urban Town and District Councils
Individual Parastatal Institutions and Organizations
Operational Level
Governmental Manpower Research and Training Institutes and Centres
Individual Higher, Technical and Training Research Centres
Individual Training Institutes, Technical and Research Institutions and centres; NGOs, regional, sub-regional international training and research institutes/ centres
Community Health Centres, Clubs and Societies
Parastatal/ Entrepreneurial Training Centres Financial Institutions

(c) Financing and Funding Training

Sources of financing training in the private sector or in many NGOs very much follows what happens in the public sector. In many of organization sources of financing training may be through one of the following:

- international assistance,
- inter-agency grants and other grants,
- selective employment tax,
- fund raising schemes,

statutary levies,

- examinations fees charges,
- membership fees of societies and associations,
- government subsidies where possible,
- sale of publications on training,
- training levy schemes,
- apprenticeship training charges,
- tax exemption or reduction on training expenses.

Of all these, the most problematic seems to be the international assistance, often known as external assistance. External assistance in the form of scholarships, donations, grants or the provision of training in foreign countries outside Africa has perpetuated dependence on developed countries. At the same time, it has been one of the major causes of the brain drain in this region. It is therefore being emphasized that African countries should pay the highest possible priority and attention to self-reliances for training and human resources development in general instead of relying on external assistance for staff training.

Also closely connected with external assistance, is the dependence on inter-agency or other grants, often coming from external donors. In the first case above, the donors more often than not will be governments of the developed countries giving such assistance on a b ilateral basis. In the case of grants most of them will be from international financial institutions, organizations, agencies or associations such as UNESCO; the Commonwealth Secretariat; British Council, SIDA, CIDA, NGOs, other UN agencies etc. There are cases where even a one week seminar/workshop has to be wholly financed from external grants or donations.

A third point to consider is the selective employment tax which should be considered together with tax exemption or tax reduction on training.

In this case, it is to be emphasized that firms or establishments which train their employees should have a reduction on their income tax to the value of money spent on training. If a firm sends five people for training and spends US$20,000 on the five people, this amount should be taken into account when assessing the income of such a firm. Other selective methods of rewarding firms which train nationals could be devised or used to reward firms which take training very seriously.

A fourth point to be considered is the use of statutory levies or training levy schemes which are often instituted to provide facilities for training of persons employed industry and commerce; and to reimburse approved training expenses of contributions by employers for each training year. Such training funds or training levies have proved extremely useful in Nigeria, Kenya, Malawi, Swaziland and many other countries. However many of these countries have experienced serious problems in the implementation of such training funds or levies. Among these problems are:

(i) the defaulting in levy payments by firms, companies and organizations coupled with the lack of follow-up mechanism and personal on the part of government or public sector to track down defaulters and make them pay.

(ii) the reluctance by employers to invest in staff training in particular and in human resources in general. This lack of investment in human resources leads to poaching by firms, companies and organizations of trained and skilled manpower from the public sector which often invests in human resources development but pays less than the private sector. The poaching tendency by the private sector is to offer higher salaries for trained, skilled and well qualified manpower as a means of driving them away from the public sector. Indeed many firms or companies find it cheaper to offer higher salaries to skilled and trained manpower than to train their own personnel. The practice has often deprived the public sector of urgently needed manpower.

On the other hand, it should be argued that the public sector ministry responsible for human resources development should always take into account the needs and requirements of the private sector so that those who are being trained are not only for the public sector alone but for both the private, public and informal sectors. In the final analysis, this approach tends to stabilize staff turnover from the public to the private sectors.

(iii) Thirdly the levy system itself is a weak mechanism for training development because it involves the creation or establishment of a machinery of some kind, say an industrial training fund or something under the Directorate of Personnel Management in the office of the President or Prime Minister. This machinery would then co-ordinate all human resources development activities in the country; assess overall training needs; review and evaluate

the various training and staff development programmes; determine areas in which research and consultancy may be necessary to enhance the country's development efforts; and suggest suitable changes in the curriculum for training and educational programmes so as to ensure the effective utilization of resources in the country. As many countries lack the existence of such an effective machinery with the afore-mentioned functions, the reliance and dependence on foreign expertise and personnel continue to exist, and will be here for sometime to come.

In spite of what has been said above, it should be emphasized that:

(1) the system of training levy as it is currently practised in Nigeria, Kenya and Malawi provides a better way of ensuring self-reliance in human resources development in African countries; and as far as possible other countries should try it by initiating the relevant legislation for its use;

(2) wherever the levy training system is introduced, it should embrace the public, parastatals, private and informal sectors;

(3) in additions to the levy training system, governments should as far as possible assist the informal and to a lesser the parastatal and private sectors with subventions for staff training;

(4) the administration of the levy training system should be vested in a Board set up by an act of parliament and should have a strong and effective inspectorate which should ensure that funds for training are collected from all eligible firms and organizations;

(5) training is carried out after the approval of the training programme by the training board, particularly long duration training, whether internal or external training;

(6) training should as far as possible cut across all employees in the private, public or parastatal sectors at the various levels of operations from the floor or operational level to the highest policy level. Policy makers too need training in an age of technological changes; and

(7) that seminars/workshops etc. of training officers (i.e. training of trainers) in firms, companies and organizations are conducted regularly to disseminate new methods, techniques and training devices in keeping with the vast increase in knowledge, information and technological changes. In this regard, it has to be admitted, inspite of our emphasis on self-reliance and less dependence, that international organizations operating in Africa as well as NGOs should as far as possible provide assistance in training programmes, especially in the form of human resources to augment local expertise and effort.

Finally as regards the levy training system, it needs to be pointed out that only through this system can employers find a ready source of

cfinancing training so as to equip their employees with the right skills mix which would make these employees develop knowledge, skills and attitudes and thus become proficient, productive and self reliant in national development activities. Often un-coordinated training system in a given country resulting from individual or sectoral funding systems tend to produce imbalances between the supply and demand requirements for certain skills in the national economy and to serious poaching by those who do not seriously invest in training.

A final point about sources of financing training may come from charging examinations fees for those who want to get certain qualifications e.g. getting a certificate as a chartered accountant; or a member of a financial institution. Other fees may come from membership of societies and associations in banking, engineering, and accountacy. Membership of societies and associations in such fields calls for the observance of certain qualifications, standard and professional ethics as well as the possession of certain certificates. Examinations to be taken by any individual are paid for, and such collection of such funds can be used for professional training. Also closely linked with charging fees for membership and examinations is the sale of publications by such associations/societies which can be used to supplement the training of staff. The use of such fees for training will encourage authorities to pass laws which will help member States to regulate the operations of professional bodies.

In many African countries, there is an apparent absence of the professional member institutional bodies or societies for training, examinations, certification and accreditation for professional practice in the private sector in banking; insurance; law; engineering; medicine, pharamaceutical accounting, accountacy, building, construction, arthitecture etc. There is need in many countries to develop professionalism in these fields and others. Professional interests of every association in these areas should ensure:

(i) certification and admission of entrants to the profession,

(ii) influence of the public attitude towards professionalism by setting up national, subregional and regional professional institutions for certification, accreditation and practice and should be comparable in standards to those in Europe and America. In this regard, consideration should be given for the creation or establishment of such associations and institutes such as the African Institute of Bankers or the National Institute of Bankers; the Law Society; the Association of African Economists; African Institute of Engineers; Insurance Institutues etc. The establishments of such institutions would ensure the growth of professionalism in thewe fields.

(iii) maintenance of desirable standards of work and conduct through proper training and adherence to standards set by institutes or associations;

(iv) stimulation and promotion of the professional advancement of personnle through training and participation in the activities of associations and societies;

(v) influence and determination of the policy decisions relating to the training of the members of the professions e.g. accounting, engineering, law, insurance and banking.

All this calls for commitment on the part of policy makers in the public, private, political and parastal sectors to the creation of professional institutes and associations for upgrading professional skills; setting up standards, syllabuses, codes of conducts, ethics of the profession etc. This should be in keeping with competing international claims to professional excellence and standards that those trained in Africa are just as good in their professions as those from Europe.

III. Non-Governmental Organizations in Africa

The use of some terminologies in Africa tends to pose serious problems especially when such use hinges on developmental issues being advocated in developed countries, and especially when such usage is an offshoot, offspring, biproduct or is dependent on western terminology. The term non-governmental organization (NGO) is not African in origin even though there are NGOs which were formed locally or moulded within the continent. NGOs in Africa are a mixture of the indigenous and the imported or external ones operating side by side or competing seriously against each other. In fact, it is easier to look at the nature of most development organizations (the NGOs) in Africa by examining the kind of influence exerted by western organizations.

Judging by the number of NGOs operating in Africa under whatever name one chooses, it would be a mamoth task to choose a few for analysis of this paper. Yet others have attempted to do so and it worth quoting at length this categorization of NGos which will help us analyse the current topic better. According to Roberts, Ngos can be classified into three categories. 2/

The first group contains no more than labels. At the international level, these are organizations which use their independent non-governmental status only to work for either governments or for uncontrolled private organizations and transnational corporations with dubious vested interests. At the national level, these NGOs are either phoney offices created by business minded charlatans for the sole purpose of extorting their state

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2/ Roberts in Gorman, R.F. (edited) - Private Voluntary Organizations as Agents of Development, Boulder, Colorado 80301, Westview Press 1984 P. 103.

in the development funds' pie, or organizations of contractors and subcontractors who use their local contacts and facilities only to implement projects with the participatory cheap labour of the poor and the unemployed. The second group of NGOs may be identified which constitutes the majority of cases. These are NGOs whose main function consists of delivering conventional 'development' services, sometimes with greater cost-effectiveness, sometimes with a larger understanding of field realities and the cultural sensitivity of their 'target population', and sometimes with a more genuine desire to invite peoples voluntary participation. Yet as these organization seldom challenge the basic assumptions of the delivery system approach and also, for reasons of both efficiency and diplomacy avoid as much as possible situations of tension and conflict with their government counterparts, their comparative contribution to the cause of grass-roots, their comparative contribution to the cause of grass-roots, should not be overestimated.

Finally, a third group of NGOs could be identified as a different breed. These are NGos with active and solid links to grassroots movements. Their basic difference with others is that they are a holistic view of human and cultural groups. They do not claim to 'develop' or 'educate' the population. In short they try to organize themselves mainly with a view to responding to what the grassroots want from them. The aim of these NGOs is to work out new, creative and horizontal forms of partnership and interaction with the people concerned, in order to help them develop their own alternative approaches to their developmentproblems.

This categorization raises a few questions which may help us to examine the role of NGOs in human resources. The first question, relates to category one of the classification given above. Whose interests to NGOs serve - theirs; those of beneficiaries or those of donors? The second question relates to categories two and three who is being served and by what methods, bearing in mind that the distinction between groups is based on the aims and methods employed and an act of legitimacy, i.e. "active and solid links with grassroots movements.

This distinction is rather cumbersome and not easily deciphered. For the layman therefore, it may be easier to classify these NGOs differently as was done in the International Development Publication viz:

(a) <u>The generalist</u> such as OXFAM, WAR-ON-WANT, CORSO, WORLD VISION etc.

(b) <u>Human Rights</u> such as Amnesty International; Africa Watch; Anti-Apartheid Group etc.

(c) <u>The Educators</u> such as Development Education Centre; the Internationalist, the African Association for Literacy and Adult Education (AALAE); the Catholic Missionaries etc;

(d) <u>The Church Channels</u> which include such organizations as Christian Aid; World Vision, Catholic and Seventh Day Adventist Churches, Christian Missionaries and Islamic Organizations.

(e) The traders such as Trade Aid New Zealand; Third World Shops etc. and

(f) The Child Minders such as Save the Children; Action Aid and Organizations fighting child cruelty and their protection in as far as their welfare is concerned. 3/

These groupings are closely related to the activities in the development fiels according to the target group aimed at because the target group is often the same audience often the grassroots population, as there is a lot of interlapping and duplication of activities at the operational levels. A number of NGO are doing inter-connected and inter-related activities which tend to duplicate the efforts of others. This is shown in the publication by the United Nations Non-Governmental Liaison Service in July 1988 which listed "some 195 NGOs based in Western Europe, Australia and New Zealand with operational or educational activities in Sub-Saharan Africa. "Of these, 60% listed themselves as working in the area of primary health care; 39% in agriculture; 33% in non-formal/adult education; 22% in training; 19% in rural and community development; 16% in women's issues; and 15% on water supply. 4/

While these issues are inter-connected and do overlap, and hence the percentages do not add up to a hundred, it is to be emphasized that most northern NGos i.e. from Europe and American and Working in Africa do loosely cribe themselves as "developmental organizations" i.e. they are involved in developmental work in Africa and in "advocacy activities", i.e. speaking on behalf of Africa to solicit support, usually financial, to back their operational activities. At the same time a good number of them are involved in solidarity activities involving liberation movements in Southern Africa and elsewhere. But above all, there are those who are involved in human rights activities in which they have become significant monitoring agents for Western Governments on the observance of human rights in Africa and the move to democracy following the collapse of communism in Eastern Europe. Information gathered by these Northern NGOs has been sent to Western countries on which decisions are to be based as to whether financial assistance to African countries should be withheld or increased depending on what those NGOs are saying about a given African country.

In view of what has been said above, it is not easy to decipher what training NGOs are doing in Africa, and more important, who these NGOs are

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3/ International Development Publication - New Internationalist, June 1985.

4/ UN - Non-Governmental Organizations and Sub-Saharan Africa, United Nations Non-Governmental Liaison Service, Geneva, July 1988.

and what they are doing in Africa. It may sound simple to say that or know what they are doing on the surface; but whether that is really their work is a different question. In one case, the northern NGOs are allies of the African people working side by side with them in combating famine and disease and in providing aid or assistance to refugees. In another they are bringing into Africa a new kind of imperialism and explitation under the banner of technical assistance for the benefit of developed countries.

This section of the paper then examines aspects of NGOs in Africa as regards:

- those that are offfshoot, offspring, biproduct or dependencies of a Western NGOs; and

- indigenous NGO in Africa.

An examination of the two types of NGO's will look into the origin, sources of finance and accountability and how their staff are trained either within or outside Africa.

(1) Foreign NGOs in Africa

In a paper presented to the ECA/SAPAM and AAPAM in December 1990, Professor Tandon pointed out that there are five reasons why it is very difficult to know about foreign NGOs in Africa. The five reasons for opaqueness were cited as follows:

"(a) the secrecy of their decision-making processes;

(b) their relations with their own governments,

(c) the complexities of their domestic or home constituencies to which they are accountable;

(d) the historic relations of dominance between their countries and Africa, and

(e) their reluctance to be evaluated by African 'partners'". 5/

5/ Prof. Yash Tandon - Foreign NGOs, uses and abuses: An African Perspective - Paper presented to the AAPAM/ECA/SAPAM Conference on Mobilizing the Informal Sector and NGOs for Recovery and Development: Policy Management Issues, Abuja, Nigeria, December 1990. P.3

In his paper, Prof. Tandon argued that it is very difficult for African countries to know how foreign NGOs take decisions concerning African issues; they can decide to suspend relations on very vague grounds as was the case in 1989 when a Dutch NGO, NOVIB suspended its relations with SWAPO just before the elections because of SWAPO's human rights record. It was difficult to see how this decision was arrived at.

Secondly, the use of the word NGO is shrouded in vagueness when account is taken of relationship between NGOs and home governments. He wonders why they should be called NGOs when a good number of them receive financial support from their governments. They might as well be called any other name rather than NGO. He pointed out that the "Dutch NGOs, NOVIB, HIVOS and SNV are very active in Africa. HIVOS gets 100% of its funds from the Dutch government; NOVIB gets about 70% and SNV, in fact, is a direct arm of the Foreign Ministry.

In the United States, the African Development Foundation (ADF) is a congressional creation and gets all its money from the Congress, and is therefore, accountable to congress for money spent in Africa. In Canada, the government has increased its contribution to NGO over the last four years as follows:

Growth of Revenue of a Sample of Canadian NGOs by Source of Funds

(Canadian Dollars in million)

	1975	% of Total	1984	% of Total
Government Sources	C$16.0	39.89%	C$96.36)	49.36%
Private Sources	C$24.12	60.11%	C$98.86	50.64%
Total	C$40.12	100.0 %	C$195.22	100.00%

Source: Prof. Yash Tandon Opt. cited p. 5

This source of funding NGOs is also very common in the Europena Economic Community (EEC) because it is part of "the new strategy of the EEC to direct portion of their development assistance through the NGOs, because, they say that the state machinery in Africa is not able to deliver the goods to the people. This EEC money is 'official' money, and therefore their disbursement is aimed at fulfilling certain economic and foreign policy objectives of the EEC countries." 6/

What is to be emphasized here is that whether it is Dutch, American, Canadian or EEC money, no evaluation has been undertaken to show how much of it has actually gone into training African engaged in what the EEC calls "micro-projects" concerned with agricultural inputs, training and extension services i.e. projects basically concerned with rural development and grassroots activities.

Closely associated with the issue of the sources of finance, is the question of accountability, because the donors want to know how their money is used. Accountability ensures that NGOs have greater allegiance to their home governments than to African states where they are serving. They prefer to keep cordial relations with those who pay for their services in Africa even at the displeasure of the African hosts.

Indeed there are those NGos who are in Africa for historical reasons. They came here as missionaries to give light to the dark continent, help educate the African and let him practice western faith/religion and not pray to his idols. They have, however stayed to do development work using volunteers, experts, technocrats and scientists if only to save the continent from famine, hunger and disease. What these NGOs do in Africa is said to be for the good of Africans, but the Africans should have very little to say on how this is done, because NGOs are not accountable to African states but to the donors. That is why accusations have sometimes been made that foreign NGOs primarily serve the interests of their own governments. They are the "watch dogs" over what goes on in Africa, particularly the question of human rights and the facts faithfully reported to the home governments.

Given the secrecy of foreign NGOs in their operations; the non-transparency of such NGOs to African governments and to indigenous NGOs; the lack of accountability to African governments by foreign NGOs; and the non-availability of evaluation reports, it is very difficult to cite cases of how much money is spent on training African, and where training has taken place, how effective such training has been and such programmes were implemented. It is with this in mind, that we try to look at some of the NGOs in Africa according to:

6/ Prof. Yash Tandon - Foreign NGOs, uses and abuses: An African Perspective - Opt. cited P.5

(1) Organizational Accountability i.e. what direction, or form accountability takes. Is it vertical, horizontal or internal?

(2) Organizational Resource Base or Control i.e. the organizational direction of the NGO - whether it is external, internal or target group oriented. This is looking at the financial dimension of the NGOs.

If we take this two-dimensional approach to examining NGOs with activities in Africa we come up with a six-type typology of non-governmental African development oriented organizations. 7/ These are:

A. External Resource Control Organizations of which under actual organizational accountability three of them may be identified i.e. those with:

(i) Upward External Accountability which for want of a better term may be called Donor Local Organization (DLO) which are commonly found in Africa and are often local branches of international donor agencies with the management often composed of expatriate staff and appointed externally by the parent organization. Examples of such organizations are World Vision, OXFAM, Action Aid, Care Ethiopia, Care Kenya etc. To give a local colour to such an organization prominent nationals may be appointed or nominated to the Board of such a DLO, but in most cases, the structure of such an organization does not allow for accountability to the state in which it is operating. In short, because the resource control is external, accountability is external to the organization.

With a staff basically expatriate and recruited externally, training is done outside Africa and often African governments have no idea as to who is trained or lacks training. The implementation of training programmes is outside of African countries.

(ii) Within the Organization Accountability, which may be called Induced Local Organizations (ILO) which are organizations set up on western lines and dependent for their resources on donations from such western countries, or for donations from within Africa. The management is usually African appointed locally organizational accountability is either within the organization itself i.e. to a Board or Committee or to a membership not necessarily of the

7/ A.F. Fowler - NGOs in Africa: Naming them by what they are - Paper presented to the Seminar on NGOs contribution to Development, Institute of Development Studies, Nairobi, 19 September 1985.

intended beneficiaries. Such organizations are the VADA of Kenya; partinership for Productivity of Kenya; the Christian Children's Fund of Zambia etc.

Since staff is basically local, they undertake training programmes both locally and externally, and again, because accountability is within the organization, it is not easy to get adequate information on training programmes undertaken.

(iii) To the Target Group/Beneficiaries Accountability which may be called Induced Peoples Organizations (IPO) in which the beneficiaries actually form part of the accountability structure of an organization often set up on western lines and relying heavily on external resources. In most cases they are set up for a specific project or programme e.g. a water supply, health care or community project. The local people themselves provide the human resources and its leadership, and often they tend to disband as soon as funds dry up.

B. External Resource Control Organizations which under actual organizational accountability, two types may be identified i.e. those:

(i) Within the organization accountability which may be called Local Development Organizations (LDO) - deriving resources locally even though the structure is on western lines. They depend on local contributions, fund raising, self financing and grants and donations from within. Accountability is often internal, though not necessarily to the group financing the organization. Examples of such organizations are mostly chruch organizations which raise funds through their local members of the church or religions organization where such organizations raise enough funds, they are earmarked for social development or social welfare. Training is given so as to enhance the activities of the organization, but because funds are always a major problem for such organizatioans, training programmes are very limited.

(ii) To the Target Group/Beneficiaries Accountability which may be called Local Peoples Organizations (LPO) which can be seen in many parts of Africa. These are NGOs which have been formed without the inducement of external assistance, nor is their existence dependent on external funding, but they continue working as an organization for a common cause and interest and get recognized by being officially registered.

A major problem confronting these organization is lack of funds, and as such very little is earmarked for training of staff. Yet these organizations, of women, youths, adults, artisans, interest groups etc. continue to signal one of the most significant elements in African development i.e. reliance on own resources. Self help and local fund raising is crucial in African development. Fund raising through Harambee in Kenya may be considered as an example of such local peoples organizations.

C. Resource Control Internal to the Target Group under which one type of organization may be identified i.e. the Indigenous Community Organizations (ICO) many of which exist in Afria either as registered or non-reigstered NGos. It would not be an exaggeration that the majority of such indigenous organizations are not registered functioning as societies or clubs e.g. village co-operatives, burial societies, rotating credit and savings societies, productive asset pooling; common problem gathering; get together gatherings; partnership associations; village or traditional gatherings etc. often these societies or associations start without any capital, and their existence is not dependent on finance, but they hold together through participation in activities for self development and self actualization and fulfilment. These organizations do not engage in long term training or implementation of training programmes. If there is any training, it usually ad hoc and often it is on the-job-training. After all, most of them are not recognized as NGOs.

SUMMARY AND CONCLUSIONS

Two things appear evident from the foregoing analysis. Both the private sector and the non-governmental organizations have some foreign elements in their midst. Secondly, while the foreign element in the form of firms, multinationals or transnationals in the private is primarily profit oriented and phons a good portions of that profit back to the Western countries; NGOs are not profit oriented but they are primarily accountable to donors in the Western countries. In this second case, it is not easy to find out how much of their money is spent on training Africans.

As regards the private sector, it should be emphasized that most African countries are seriously short of training institutions for specialized and professional training such as banking, insurance, accountancy, engineering, computer technology etc. In addition, the few institutions which exist are serioulsy short of well trainined amd qualified staff who can give proper training. In other words, the private sector like the public sector uses a lot of unqualified trainers for the training of its staff. The private sector should strive to professionalize training by having trainers professionally trained, particularly in banking, insurance, computer technology, engineering, accountacy and other fields.

In this regard, it is recommended that African states should be encouraged to form professional member institutions so as to promote professional training, certification and accreditation in such fields as law, development economics, banking, accountacy, computer technology and other technological fields. The development of professional institutions would ensure quality control, exchange of information, and harmonization of African standards and the development of professional ethics.

As financial resources for training continue to dwindle, African countries should be continuously urged that development can only be enhanced if it is generated from within the continent based on the belief of self-reliance in both human and financial resources. In this regard, training and statutory levies, selective employment taxes, fund raising schemes and other means

of raising local revenue should form the major pillar as sources of raising and generating funds for training. No one else can develop this region unless the Africans themselves are committed to developing their continent.

In dealing with multinational and transnational corporations, the state might institute laws or regulations requiring such firms to train nationals and upon evidence that training was undertaken, a tax rebate should be given to the said firm as a reward for the training given to nationals. In the same vain, indigenous firms which will have trained some of their staff during the year should be given a rebate as a thank you for the training given to all categories of staff from the operational to the policy and decision-making levels. Even on-the-job training which is systematically conducted as a training strategy by a firm should be rewarded through tax rebate.

As regards non-governmental organization in Africa, it has been argued in this paper that the negative terminology used tends to hide what NGOs operating in Africa actually are, and are doing. More especially that this negative way of describing them gives the impression that they have little or nothing to do with national governments.

Time has come for African States to re-examine this terminology (NGO) and to redefine the role played by NGOs in this continent because they are doing much more than is on the surface. The term NGO is a kind of negative umbrella allowing the continent to avoid being confronted with the true reflection of the development process and the socio-economic and political power structures operating and existing in such organizations. Although they are described as NGOs, they get a lot of support from Western governments and are known to pursue policies advocated by funding institutions such as the World Bank and the IMF.

Indeed foreign NGOs operating in Africa are known to be used by their home governments who are known to finance them heavily to follow and pursue policies in line with those of home governments. It is therefore strongly recommended that time has come for African countries to persuade their Western friends who collect and administer funds which are donated in good faith that the NGOs which do the so-called development work in Africa should be open for more say so that African states can have more control over that which is given to them. This would allow development work to become more local thereby allowing foreign NGOs to reflect the needs of the African people, particularly training and human resources development needs. This would allow the development of equal relationship between Africa and Western countries given that Africans have more say and control over what they receive as "free resources" from their western friends.

Finally it is being recommended that African states should become more resolute and committed to self-reliance in training their own people and raising funds for training. There is little evidence from what operates in NGOs to show that trianing undertaken by NGOs is primarily geared to serving the needs of the continent rather than those of home governments in the west and other developed countries.

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